THIS WEEK'S FORUM: PAGE 20

R4802-2

THINKING
National education organizations, joining forces to improve the teaching of cognitive skills in American schools, will seek the collaboration of teachers, textbook publishers, curriculum planners, researchers, and the public.

See Page 4.

LINKING
New ways must be found to strengthen connections between home and school, both to reach higher levels of academic achievement and to meet changing demographic realities, experts asserted at a conference on parental involvement.

See Page 9.

SHRINKING
If the Congress passes the Gramm-Rudman-Hollings bill to eliminate the budget deficit by 1991, as Democratic leaders predict it will, funds for education programs—especially Chapter 1 and P.L. 94-142—could be sharply reduced.

See Page 10.

EDUCATION WEEK

American Education's Newspaper of Record Volume V, Number 10 · November 6, 1985

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Many Religious-School Students Not Yet Receiving Chapter 1 Aid

By James Hertling

WASHINGTON—Tens of thousands of religious-school students have not yet received any Chapter 1 instruction this year because, say public- and religious-school officials, they have been unable to resolve the dilemma posed by the U. S. Supreme Court's decision in *Aguilar* v. *Felton*.

Federal law and Education Department guidelines require that public- and private-school students receive "equitable" Chapter 1 remedial instruction.

But the Justices held in *Felton*—which barred Chapter 1 teachers from religious-school classrooms—that the widely used on-site method of providing the services unconstitutionally linked church and state.

The *Felton* decision continues to cause upheaval and uncertainty not only in the Chapter 1 effort but in other education programs not directly addressed by the ruling, interviews and national surveys indicate.

Religious-school officials have expressed concern that because of the decision, states will move to end all federal aid—including special-education aid, Chapter 2 block grants, and bilingual-education aid—provided on the premises of their institutions.

Meanwhile, a federal judge in New Jersey has granted officials in that state a one-year delay in implementing the decision—the first such stay since New York City won a similar delay in September. Pennsylvania also intends to seek a year's delay, according to officials there.

According to Richard F. Duffy, representative for federal education assistance for the U. S. Catholic Conference, more than 100,000 religious-school students, concentrated in the nation's largest school districts, have not received any Chapter 1 instructional aid this fall.

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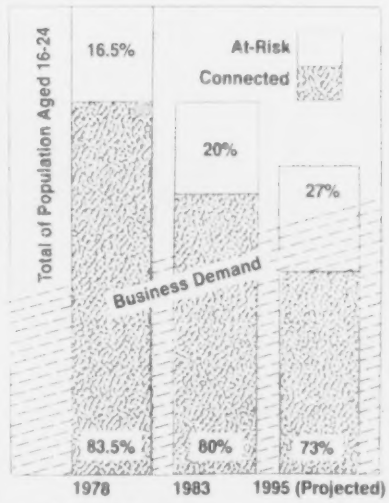
Business Needs and Youth: A Troubled Outlook



At-risk youths represent a growing share of a diminishing pool of young people, a new report warns. Story on page 5.

$30-Million Project Will Develop Tests For Next Century

E.T.S. Research Will Seek Better 'Diagnostic' Tools

By Lynn Olson

NEW YORK—The Educational Testing Service will devote $30 million over the next 15 years to the search for a "new generation" of technologically sophisticated tests that instruct as well as assess, E.T.S. officials announced here late last month.

The initiative, called "Project Jessica," will create testing and measurement instruments that are primarily computer-based and are more integrated with classroom instruction than current standardized tests, said Gregory R. Anrig, president of the organization.

The project is named for a 4-year-old girl whom Mr. Anrig declined to identify, saying only that she represents a generation of students who will live out most of their lives in the next century.

Announcement of the project came at the annual meeting of the E.T.S., where the program theme—"the redesign of testing for the 21st century"—was further underscored by predictions that advances in technology and the cognitive sciences would revolutionize the field within the next two decades.

Current tests are primarily "one-shot" assessments, said Mr. Anrig. They compare the performances of test takers on the basis of a single evaluation, and they provide information too late for it to actually aid in changing behavior.

Continued on Page 14

Investing in Teacher Tests: Issues for the States Are Complex

Officials Seek Right Choices Among Rival Firms' Wares

By Lynn Olson

As states move to test the skills of prospective teachers, their officials have become caught up in complex testing questions for which there appear to be no easy answers.

Whether they decide to rely on prepackaged national examinations or to create their own tests with outside help, the investment is a substantial one. But expert opinion is divided, not only on which type of test is best, but also on how a test should be constructed to measure what it is intended to.

The complexity of the decision faced by state officials—who are often under legislative mandates to move rapidly—is also heightened by what appears to be a growing rivalry for clients among test makers, whose wares differ significantly.

State officials' dilemma was highlighted during a two-day meeting late last month in Chicago—which included representatives from 13 states that are using or considering the use of teacher examinations—and in subsequent interviews with state officials and testing experts.

The Chicago meeting was sponsored by National Evaluation Systems Inc., a for-profit education-research firm that has worked with a number of states to develop customized teacher tests.

It and other firms have created new competition for the National Teacher Examinations, the series of assessments developed by the Educational Testing Service that are now used in some 27 states. Some assert that the E.T.S. is working to modify its tests in direct response to the newer rivals.

"The choice of tests to use is one that many states are wrestling with right now," said Joyce R. McLarty, assistant commissioner for school success in Tennessee. "From my point of view, things are still milling around a great deal. I don't think it has settled down to the point yet where we have a clear sense of what the best approach is going to be."

The cost of creating a test from scratch averages about $70,000 per subject area, according to Ms. McLarty. And some states

Continued on Page 15

New Hampshire Towns Give Tax Rebates With School Funds

By J. R. Sirkin

Paul Fillion, the superintendent of schools in Franklin, N. H., has a promise from the Franklin City Council: Next year, he can spend the $300,000 in additional state education aid he was supposed to get this year.

"We went uptown with it and were told it was not timely," he said of the council's decision to deny a supplemental appropriations request from the school board, and instead turn the state funds over to local taxpayers. "It's been a civil war up here."

Now, he added, "if the city council fails to live up to its promise, it means the loss of $300,000 for education. I've been working here 10 years. We'll have to wait and see."

Although the circumstances differ from one New Hampshire community to the next, officials confirm that the position Mr. Fillion finds himself in is a familiar one for many superintendents in property-poor school districts. To their dismay, communities across the state, including Franklin, have taken advantage of a recent revision of the state's school-finance system, using the funds not to increase education spending but to reduce property taxes.

The new finance system, which targets state aid to the neediest districts, was approved by the legislature earlier this year along with a $9 million aid increase. At the time, a school-finance suit against the state was pending. The suit, *Jesseman* v. *State of New Hampshire*, was later dropped.

State officials said it was too soon to tell how many of the state's 158 operating school districts are using state funds to reduce taxes. Many districts have yet to decide how to use the funds, which only became available last month, long after districts had drawn up their budgets.

But according to R.L. Brunelle, the state

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IN SUMMARY

Starting Early
In the first of four planned regional seminars, educators from 13 Southern states traded information and ideas on new legislative efforts in early-childhood education. **Story on Page 4.**

Signing Up
Now that the National Council for Accreditation of Teacher Education is revising its procedures, the American Federation of Teachers says it may seek membership. **Story on Page 6.**

Support for the Humanities
The Rockefeller Foundation plans to support privately financed programs in six urban school districts to promote the "centrality of the arts and humanities in education." **Story on Page 6.**

Applause for Advanced Placement
Advanced Placement teachers surveyed by the College Board credit the program with raising educational standards for all students and enhancing their own professional satisfaction. **Story on Page 8.**

Quietly Laid To Rest
With no debate, both houses of Congress have voted to remove the ban on the teaching of "secular humanism" in courses underwritten by federal funds for magnet schools. **Story on Page 11.**

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FORUM
"Programming Equity into Computer Education: Today's Guide to the Schools of the Future," The Project on Equal Education Rights of the NOW Legal Defense and Education Fund
Statement on Page 20.

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THE WEEK

FEDERAL

Math-Science Bill Clears Congress, Awaits Signature

The House, passing a Senate-approved measure, has cleared for the President's signature a bill extending for three years the Education for Economic Security Act, which includes the main federal mathematics- and science-education initiative and the Education Department's magnet-schools program.

The bill, H.R. 1210, also drops the ban on the teaching of secular humanism in programs underwritten by the $75-million magnet-school program *(see related story on page 11)*. The measure is part of a bill reauthorizing the National Science Foundation.

Earlier this year, the House passed an N.S.F. reauthorization—although without the education programs' extension added by the Senate. Last last month, though, the House passed the Senate bill, avoiding the need for a House-Senate conference.

The bill authorizes $50.5 million for mathematics and science education sponsored by the science foundation, and sets an N.S.F. budget ceiling at $1.5 billion.

There had been some concern over the status of the math-science program. Because it had not been reauthorized, the House did not include any funding for it in its appropriations bill. The Senate, however, had funded the programs at $90 million, a level that the House is expected to adopt in conference on the fiscal 1986 appropriations bill.

New Regulations For Math-Science Grants Published

The Education Department published in the Oct. 25 *Federal Register* final regulations for $90 million in grants to states under the mathematics- and science-education program authorized by the Congress last year in the Education for Economic Security Act.

Formula grants will be distributed based on the number of students between the ages of 5 and 17.

According to the department, 75 percent of the funds will be used by local educational agencies and institutions of higher education; state agencies will use the rest to support exemplary programs, technical assistance, and administration. L.E.A.'s will receive about $63 million from the grants, the department estimated.

The L.E.A.'s must use their money for inservice training of mathematics and science teachers and retraining of other personnel for these fields. After meeting needs in mathematics and science, districts can use funds for computer and foreign-language instruction.

For more information, call Allen Schmieder at the Education Department, (202) 755-0410.

NATIONAL

Public-TV Groups Petition Agency For Cable Rule

A group representing public-television stations has petitioned the Federal Communications Commission to require cable-television operators to carry all local public-television channels.

The F.C.C.'s "must-carry" rules, which for more than 20 years required cable operators to retransmit all local television channels, were struck down this past summer by a federal appeals court in a case brought by Turner Broadcasting and a small cable operator in Washington State.

The court, ruling that the "must-carry" requirement was overly broad, recommended that the F.C.C. rewrite the rule more narrowly, but the agency declined to do so, according to Peter M. Fannon, president of the National Association of Public Television Stations.

However, 10 U.S. senators and 9 representatives wrote letters asking the agency to consider a new rule, according to an F.C.C. spokesman, Mark S. Fowler, chairman of the F.C.C., then invited groups to make proposals.

The petition, filed by the National Association of Public Television Stations, the Public Broadcasting Service, and the Corporation for Public Broadcasting, asks that the "must-carry" requirement be reinstated because public-television stations serve the needs of communities, according to Mr. Fannon. Educational programming reaches 18.5 million children daily, he said.

Two public television stations—in Tacoma, Wash., and the New York City area—have already been dropped by their local cable operators since the rules were struck down, according to Mr. Fannon.

Groups representing public and commercial television stations have also filed appeals asking the U.S. Supreme Court to review the appellate court's decision.

Corporations Giving More to Education, Survey Reveals

Corporations and corporate foundations donated about 25 percent more money to education programs and institutions in 1984 than they did in 1983, according to a survey of 315 of the nation's leading firms.

But as a percentage of total giving, the amount dedicated to education declined.

The survey, conducted by the Conference Board, a New York-based business-research organization, also revealed that corporations are giving a greater share of their donations to precollegiate education than in the past, and a slightly smaller percentage to higher education. But gifts to precollegiate education continue to total much less than contributions to higher education.

According to Linda Cardillo Platzer, who conducted the survey, the 315 leading firms gave $503 million to education in 1984, compared with $402 million in 1983. As a share of total corporate giving, gifts to education declined from 40.7 to 40.3 percent, she said.

Ms. Platzer said corporations have increased their giving, but are shifting funds to civic and community activities in an attempt to fill the void left by spending decreases in federal programs. She also said noncash gifts, such as property and equipment, account for a growing percentage of corporate donations.

The 315 firms surveyed account for about one-third of all corporate giving, estimated at $3.8 billion in 1984.

STATES

Virginia Contests Richmond Schools' Funding Request

Lawyers for the state of Virginia will ask a federal district court in Richmond this week to reject a suit by the city's school board seeking approximately $47 million for programs to help students overcome the effects of past state-mandated segregation.

According to papers filed with the court last month in *Bradley* v. *Robb*, the state contends that the Richmond school board has presented insufficient evidence supporting its position that the state should be held liable for the funding of desegregation-related compensatory-education programs. In addition, the state argues that recent gains in scores by Richmond students on standardized tests indicate that the compensatory programs are unnecessary.

The board is contending that although average scores on standardized tests recently have risen somewhat, Richmond students still rank far behind students elsewhere in the

'At Risk' Youth Seen Posing Costly Threat to Nation

By Tom Mirga

WASHINGTON—The nation risks grave economic, political, and social turmoil if it fails to act quickly to help teen-agers who are "disconnected" from their schools, their families, and the workplace, assert the authors of a report released here last week by the Education Commission of the States.

The report, called "Reconnecting Youth: The Next Stage of Reform," calls for "a profound restructuring of the schools" along lines recommended in recent reports by Ernest L. Boyer, John I. Goodlad, and Theodore R. Sizer.

The document also challenges business leaders "to see that any youth who wants to work has the opportunity to do so" and to help ensure that young people's first work experiences are positive ones.

Above all, the report says, leaders in education, business, and government must be willing to take risks to help "disconnected" youths find useful places in society.

"The problem, simply stated, is this: a growing proportion of our young people are not making successful transitions to productive adult lives," the report states. "They are paying a heavy price. We, as a society, are paying a heavy price. In the years ahead, the costs are going to get higher."

Series of Reports

The report, a project of the E.C.S. business advisory commission, is the latest in a series of studies that have focused on the problems of academically and socially disadvantaged students who are not benefiting from the current drive to reform the nation's schools. Earlier reports addressing similar issues and reaching similar conclusions include "Investing in Our Children," by the Council for Economic Development, and "Barriers to Excellence: Our Children at Risk," by the National Coalition of Advocates for Students.

The E.C.S. group, which is chaired by Gov. Charles S. Robb of Virginia and includes a variety of prominent leaders from business, labor, and education, released the preliminary findings of its report during the commission's annual meeting in Philadelphia last July. *(See Education Week, Aug. 21, 1985.)*

Turning Youths Around

"We simply cannot afford to write off at least one and a quarter million teens," said Governor Robb, a past chairman of the E.C.S., in a prepared statement. "We can't afford it economically, socially, or politically. And we don't have to. There are programs that work for these young people. Schools, government, and business, working together, can turn a lot of them around."

"Currently, there are no incentives for helping [these] kids," added Frank Newman, president of the E.C.S. "In fact, the incentives are to get them out of school, not keep them in. We've got to turn that around."

According to the report, approximately 2.4 million young people between the ages of 16 and 19—or roughly 10 percent to 15 percent of all people in this age group—have become disconnected from society at large. These youths, it says, face a variety of problems, such as unwanted pregnancy, severe depression, unemployment, and illiteracy.

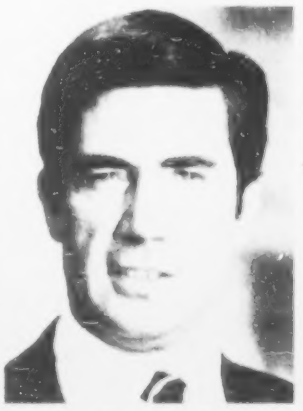
The percentage of disconnected youths is continuing to increase at the same time that the number of young adults in the labor pool is decreasing, the report notes. These trends pose a particularly severe threat to American business, it says.

"This is not a problem for the timid," according to the E.C.S. panel. "This is not an issue for those who fear for their popularity or want to cover all their bets. Cut the red tape. Restructure inefficient bureaucracies. Create a competitive climate for ideas. Reward imagination. Reward people who take chances."

The panel offered the following recommendations for schools and businesses:

- Elementary and secondary educators should heed calls for a "profound restructuring of the schools and a thorough rethinking of our educational priorities."
- More resources should be devoted to early-childhood education programs and after-school day care. Such programs should pay particular attention to children of low socioeconomic status.
- As "a baseline standard for effective school reform," schools should require that all students in the 6th grade be able to read, write, and compute at the 6th-grade level. Those who cannot "should not be relegated to programs that only repeat the pedagogy that failed the first time."
- Teen-agers who have dropped out of school should be permitted to "drop back in," preferably into alternative schools or work-study programs.
- Businesses should join cooperative programs "that connect students to role models in the world of work." The panel noted that "mentor" programs have proven over time to be particularly effective in this regard.
- Businesses should also see to it "that any youth who wants to work has the opportunity to do so," and should offer schools their expertise in "decentralizing, debureaucratizing, and reorganizing large systems."

Copies of the report can be obtained for $10 each by writing to the E.C.S. Distribution Center, 1860 Lincoln Street #300, Denver, Colo., 80295. Ask for "Reconnecting Youth," AR85-1.



Gov. Charles S. Robb

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